
U.S. NAVY FLEET AND FAMILY SUPPORT PROGRAM FUNCTIONALITY ASSESSMENT



AS-IS OVERVIEW REPORT

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I. INTRODUCTION

I. INTRODUCTION

The U.S. Navy Fleet and Family Support Program (FFSP), through a variety of programs and services offered by base-level Fleet and Family Support Centers (FFSC), assists Navy members and their families in adapting to Navy life by providing services and programs to develop self-sufficiency and personal success, and by facilitating personal and family readiness.

The Navy is currently conducting a Functionality Assessment (FA) of the FFSP. Caliber Associates is providing technical expertise and support for this assessment with assistance from RGS Associates, Inc. The primary objective of this FA is to maximize FFSP efficiency through process assessment and redesign to ensure “best value” in FFSP program service delivery.

The FA requires the completion of the following four phases:

- An analysis of *As-Is* processes currently used by Fleet and Family Support Centers (FFSC) in the provision of programs and services to Sailors and family members.
- The collection of information on the processes employed by other organizations providing programs and services similar to those of the FFSP and assessing these processes for benchmarking best practices to be applied to the management and operation of the FFSP.
- The development of the *To-Be* Practice for the FFSP to include:
 - Identification of process and organizational changes to improve FFSP effectiveness and efficiency
 - Identification of appropriate resources to ensure improved program effectiveness and efficiency
 - Identification of opportunities for cost savings.
- The development of a *Most Efficient Organization* (MEO) template for the implementation of the *To-Be* FFSP.

This report presents the findings from the *As-Is* phase of the Functionality Assessment (FA), summarizing the processes by which the FFSP provides programs and services to Sailors and their families. To accomplish this phase of the FA, the Caliber team collected information about FFSP processes from the following sources:

- Online data call completed by Claimant Coordinators, Regional Coordinators, FFSC Directors, FAP Directors, FFSC program staff, and FFSC administrative staff

- Interviews with FFSC Directors at 11 FFSCs and FAP Directors at 2 FFSCs
- Focus groups with FFSC customers (Ombudsmen, Navy Unit Leaders, and Navy Chaplains) at 11 FFSCs
- FFSP documents (e.g., DoD and OPNAV instructions, FFSC desk guides, marketing materials) provided by the FFSP
- Process mapping sessions conducted with FFSP staff at 11 FFSP locations focusing on eight specific functions within the FFSP
- Familiarity sessions conducted with FFSP staff at 11 FFSP locations for the remaining FFSP functions that were not included in the process mapping sessions.

Throughout the functionality assessment process, a team of over 30 FFSP representatives from across the Navy worked with Caliber Associates. The team comprised representatives from the Office of the Chief of Naval Operations (CNO N46), Strategic Sourcing Support Office, Assistant Secretary of Navy for Manpower & Reserve Affairs (ASNM&RA) as well as program managers from Pers-66, FFSP Claimant Coordinators, FFSP Regional Coordinators and FFSC Directors. This team of representatives selected the eleven Navy installations to be visited and the eight FFSP programs to be processed during the site visits. Specific organizations represented on the FFSP FA team are listed in the Appendix of this overview report.

A subgroup of twelve of the original team of FFSP representatives was selected to serve as the steering committee of the larger, original team. This steering committee reviewed the *As-Is* findings in a two-day working group meeting during which the subgroup of FFSP representatives familiarized themselves with the results of the *As-Is* data collection, discussed and developed consensus around the six principal challenges derived from the assessment of the *As-Is* results, and identified successes, challenges and possible solutions to address those challenges. This steering committee has worked with Caliber throughout the FA process to include the development of the To-Be organizational model.

This *FFSP As-Is Overview Report* provides selected highlights from the *FFSP As-Is Analysis Report* and describes the principal challenges facing the Navy as it strives to develop its future FFSP. The *FFSP As-Is Analysis Report* contains the *As-Is* data collection methodology (to include copies of the data collection instruments), FFSP function process maps, results of a comprehensive data analysis, and the associated findings. Throughout this *FFSP As-Is Overview Report* references are made to the *FFSP As-Is Analysis Report* where a more detailed presentation of the findings can be found.

This *FFSP As-Is Overview Report* is presented in four chapters. Chapter 2 summarizes the methodology used in the collection of data that describe the *As-Is* processes of the FFSP. Chapter 3 presents an overview of the *As-Is* results obtained from the analysis of all data collected during this phase of the FA. Chapter 4 concludes the report with a discussion of the next steps in the conduct of the FFSP FA.

II. *AS-IS* DATA COLLECTION AND METHODOLOGY

II. *AS-IS* DATA COLLECTION AND METHODOLOGY

The Office of the Chief of Naval Operations (CNO N46) retained Caliber Associates in the summer of 2001 to perform a Functionality Assessment (FA) of the Navy Fleet and Family Support Program (FFSP). The FA objectives are to develop business practices to ensure that the FFSP achieves greater operational efficiencies. A major component of a FA is the analysis of the *As-Is* program environment. The analysis requires the collection, analysis, and interpretation of Navy-wide quantitative and qualitative program data.

This chapter summarizes the methodologies used to collect and assess the FFSP *As-Is* information and is divided into two sections:

- *As-Is* Data Collection
- *As-Is* Methodology.

Each section is presented below.

1. *AS-IS* DATA COLLECTION

Information describing the FFSP *As-Is* processes was obtained from FFSP staff through a series of site visits to 11 Navy installations and the Navy-wide administration of an online data call to all 78 FFSP sites to include 56 FFSCs, 4 stand alone FAP sites, 2 TAMP/RAP sites, 7 Regions and 9 Claimants. A summary of the data collection efforts is presented in the following sections:

- Site visits
- Data call.

Each of these data collection efforts is discussed below.

1.1 Site Visits

Between October 2001 and February 2002, the Caliber Team, accompanied by a Navy representative, conducted visits to 11 Navy installations. During these visits, members of the Caliber Team conducted process sessions with the staff of select FFSP functions, in-depth interviews with FFSC Directors, and focus groups with FFSC customers. Activities conducted at each site visit were intended to:

- Collect detailed program activity and process information
- Build accurate descriptions of the current FFSP *As-Is* processes
- Identify process efficiencies and inefficiencies
- Suggest process improvements
- Identify “Best Practices.”

Process sessions. Process sessions were used to gather detailed information for eight of the nineteen FFSC functions from the FFSC staff who perform the activities required of each function. Exhibit II-1 lists the installations where process sessions were conducted and the functions that were assessed at each installation.

EXHIBIT II-1 FFSP FA <i>As-Is</i> SITE VISIT LOCATIONS	
Site	Functions For Which Process Sessions Were Held
1. New London, CT	Family Advocacy Program and Clinical Services
2. Pensacola, FL	Relocation Assistance and Transition Assistance
3. Great Lakes, IL	Relocation Assistance and Transition Assistance
4. Naples, Italy	Family Advocacy Program and Clinical Services
5. China Lake, CA	Information & Referral Services, Personal Financial Management, and Life Skills Education
6. Yokosuka, Japan	Relocation Assistance and Transition Assistance
7. Kingsville, TX	Clinical Services, Information & Referral Services, and Life Skills Education
8. Hampton Roads, VA	Deployment Support, Family Advocacy Program, and Personal Financial Management
9. New Orleans, LA	Transition Assistance and Relocation Assistance
10. La Maddalena, Italy	Deployment Support, Information and Referral Services, and Life Skills Education
11. Pearl Harbor, HI	Family Advocacy Program and Clinical Services

Each site visit included five days of process session activities. A description of the activities conducted during each day of the site visits is presented in Exhibit II-2.

EXHIBIT II-2 FFSP FA ON-SITE AS-IS PROCESS SESSION AGENDA	
Day 1	
<ol style="list-style-type: none"> 1. Conduct Kick-off and Review of Overall FA Method. Facilitators presented an overview of the purpose of the workshop, a schedule of workshop activities for the week, a brief review of ABC methodology, and process mapping methodologies. This familiarized FFSC participants with the process of the workshop, their roles, and the type of information and input they were expected to provide. 2. Identify Function Activities and Outputs. FFSC participants brainstormed what they considered to be the major activities of the function under review as well as the outputs associated with those activities. 3. Distribute, Collect, and Process Function Activity Survey. After the list of major activities was generated for the function under review, participants estimated the percentage of time spent on those activities. The participants were asked to fill out an Activity Survey, which enabled them to rank what they perceived to be the most important to the least important activity within the function. Facilitators collected the surveys and applied the Nominal Group Technique (NGT) to prioritize activities that were ranked by the group. NGT is a structured process to obtain consensus in group activities. 	
Day 2	
<ol style="list-style-type: none"> 1. Present Activity Survey Results and Prioritize Activities. Facilitators reviewed the results of the Activity Survey and worked with FFSC participants to combine activities where appropriate to create a final and more meaningful list of 10 to 15 prioritized activities for each function. 2. Conduct As-Is Process Mapping. Facilitators worked with the participants to map out the major tasks of each activity starting with the highest prioritized activity. Flowcharting provided the linkages between tasks, recording inputs, identifying controls, mechanisms, and outcomes associated with each task. 3. Conduct Director Interviews. Facilitators asked Directors to identify and discuss the most efficient and least efficient programs within their FFSC, identify model FFSC programs at other bases, and discuss factors affecting the operation of their FFSC and the support they received from Pers-66, Claimants and other sources. 	
Day 3	
<ol style="list-style-type: none"> 1. Conduct As-Is Process Mapping. Facilitators helped participants map remaining activities and tasks. 2. Conduct Group Review of As-Is Process Maps. Facilitators reviewed the completed process maps with FFSC participants to validate results and obtain further comments and suggestions. 3. Collect As-Is Process Measures. FFSC participants were asked to provide current <i>As-Is</i> performance measurements for each activity. <i>As-Is</i> performance measurement data include metrics for such factors as quality, time, and cost. 4. Conduct Customer Focus Groups. Facilitators conducted a series of focus groups with customers of the FFSC to include Ombudsmen, Unit Leaders, and Chaplains. Focus group participants were asked to offer suggestions for improving the FFSC based on their personal experiences and what they had heard from others regarding the FFSC and its services. 	
Day 4	
<ol style="list-style-type: none"> 1. Evaluate As-Is Processes. Facilitators worked with FFSC participants to identify non-value added issues, process problems, and negative cost drivers. Participants identified potential solutions. Identification of non-value added activities was accomplished by reviewing the task and determining non-value-added versus value-added through a decision tree analysis. Participants brainstormed a list of process problems and associated cost drivers that were organized using Affinity Diagrams. Affinity Diagrams categorize ideas to establish a common base. Facilitators solicited improvements and categorized them as either requiring or not requiring resource investment. 	
Day 5	
<ol style="list-style-type: none"> 1. Develop Solutions to Process Problems. Facilitators continued working with FFSC participants to identify potential process problem solutions. 2. Wrap-up and Identify Next Steps. Facilitators reviewed the accomplishments of the week and addressed outstanding issues, necessary follow-up procedures, and the upcoming data call. 	

The key data elements collected for each function during the process sessions included:

- **Major function activities.** The major activities required to complete the specific function under review.
- **Cost objects.** The FFSC costs of the product or services that result from the activity.
- **Process maps.** A flowchart for each activity that maps the links among activity tasks, records the inputs, and identifies controls, mechanisms, and outcomes associated with each task. The maps illustrate process steps, sequencing, decision points and estimated time for each task.
- **Cost drivers.** The conditions that drive FFSC program costs.
- **Process improvements opportunities.** Suggestions to improve function activity efficiency and effectiveness.

FFSC Director interviews. In-depth interviews were conducted with the Center Director during each site visit. A semi-structured questionnaire was used to obtain Directors' opinions and recommendations on a broad range of FFSP organizational and management issues. Directors were asked to identify and discuss the most efficient and least efficient programs within their FFSC, model FFSC programs at other bases, factors affecting the operation of their FFSC and the support they received from Pers-66, Claimants and other sources. A detailed reporting of findings from the Directors' interviews can be found in Appendix A of the *FFSP As-Is Analysis Report*.

Customer focus groups and customer-focused surveys. Customer focus groups and customer-focused surveys were designed to obtain FFSC user satisfaction and recommendations for program and service improvements. During each site visit, a convenience sample of Unit Leaders, Chaplains, and Ombudsmen participated in a focus group session and completed a short survey. Customers were asked to identify the most frequent reasons they referred Sailors and family members to the FFSC, to assess aspects of the FFSC (e.g., timeliness, staff knowledge, customer service), and to provide suggestions for improvements. A detailed reporting of findings from the customer focus groups can be found in Appendix B of the *FFSP As-Is Analysis Report*.

1.2 Data Call

Caliber Associates designed data call instruments to be completed by FFSP staff Navy-wide with input from the Navy's FFSP FA Data Call Design Group. The Data Call Design Group, a subcommittee of seven of the original FA team, was comprised of FFSC staff from

Pers-66 and from several bases and Regions. The instruments were developed to ensure that they targeted the necessary information needed for the *As-Is* analysis, the *To-Be* concept development and the Business Case Analysis. The instruments were pre-tested at SUBASE New London, CT, and revised based on feedback from respondents. An on-line version of the instruments was pre-tested at NAS Pensacola and then revised before posting on the Web in March 2002. Separate instruments were created for the following groups of FFSC personnel:

- FFSC/FAP Claimant Coordinators
- FFSC/FAP Regional Coordinators
- FFSC and FAP Directors
- FFSC Division Heads, FFSC program staff and FAP staff
- Clinical and non-clinical administrative staff and receptionists.

Copies of the data call instruments are included in Appendix C of the *FFSP As-Is Analysis Report*.

Information gathered from the FFSC staff included:

- Demographics and background information
- Percent of time spent on FFSC programs and other activities during a typical month in FY2001
- Organizational information to include program and service offerings (number, average length, number of clients); partnering; funding and expenditures; use of computer software applications
- Job inefficiencies and suggested improvements
- Best practices
- Suggestions for improvements to the FFSC.

The Web-based data call was completed in April 2002. The 1,028 respondents included 16 Regional and Claimant Coordinators, 61 FFSC/FAP Directors, 737 FFSC program staff, and 214 FFSC administrative staff. All bases, Regions and Claimants were represented. With an estimated overall response rate near 100 percent, this data call survey represents a census of FFSP staff.

2. **AS-IS METHODOLOGY**

Activity Based Costing (ABC) and **Activity Based Management** (ABM) methodologies were used in analysis of the *As-Is* data. Activity Based Costing (ABC) is a methodology for accurately assessing the cost of activities, products and services produced by an organization. ABC utilizes a two-step approach in which resources (costs) are first traced to activities and then activity costs are traced to products and services. This methodology provides strategic management information that can be used to:

- Understand the costs of activities performed and services provided
- Assess the activities required to provide services
- Develop more meaningful unit cost information.

Activity Based Management (ABM) utilizes the same techniques for developing the cost of activities as ABC, but is more in-depth. ABM is used to:

- Classify activities as value added or non-value added
- Identify cost drivers (the costs of activities)
- Develop output (workload) and performance measurements.

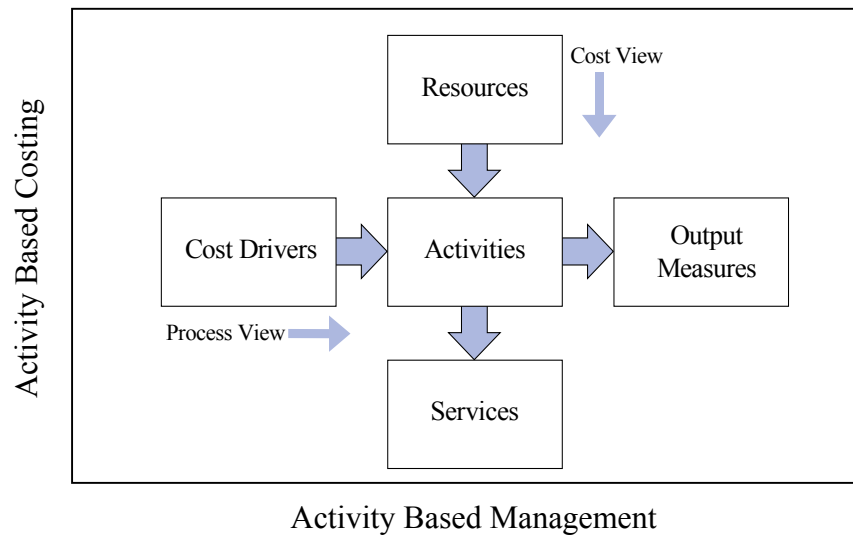
ABM seeks to improve the overall performance of an organization by identifying and quantifying wastes and inefficiencies within activities and processes. ABM measures the outputs and performance of activities throughout the organization.

Exhibit II-3 presents a conceptual design of Activity Based Costing and Activity Based Management. The vertical axis is the ABC or cost view, while the horizontal axis represents the process view, or ABM view, of activities. The cost view indicates what resources or costs are assigned to activities performed (generating a cost per activity) that are in turn assigned to the services or outputs produced by that activity (generating a cost per unit of output or cost object).

The process view, which depicts ABM, shows why activities are started and performed and, at the end, how the performance of those activities is measured. Once an organization understands the causes, costs, and performance of its activities, it can use this information to analyze high cost, low performing activities and to identify potential improvements.

EXHIBIT II-3

ACTIVITY BASED COSTING AND ACTIVITY BASED MANAGEMENT CROSS



Activity Based Costing (ABC) and Activity Based Management (ABM) were used to analyze the *As-Is* data. ABC procedures were used to compute activity costs based on data collected from the data calls and site visits. Unit and total costs were computed and are presented in the *FFSP As-Is Analysis Report*. Total cost estimates are used to assess the relative importance (in terms of resource use) of the key activities performed for each FFSP function. For example, it was found that nearly one-quarter (22%) of the resources allocated to the Deployment Support function were used to conduct pre-deployment workshops. Any process inefficiencies that can be identified and then corrected for this activity have the potential to result in significant cost savings for this activity and the FFSP. When coupled with the results from ABM, an analysis of unit costs helps identify process inefficiencies.

ABM was used to identify activity cost drivers (factors that increase activity costs), value added and outputs. The data to support the ABM for the FFSP FA were collected during the site visit process sessions. Through the development of activity process maps FFSC staff identified activity resource and time requirements, as well as cost drivers. The analysis of the activity process maps and related cost drivers not only identified process inefficiencies but also assessed the impact of the efficiency on the performance of specific program activities. Suggestions offered by FFSC staff to reduce the negative impact of cost drivers were considered in the development of process improvement recommendations.

An overview of the *As-Is* results obtained from the analysis of all data collected during this phase of the FA is presented in the following chapter.

III. *As-Is* RESULTS

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The results from the *As-Is* assessment are summarized in this chapter and presented in the following seven sections:

- *As-Is* FFSP: Organization
- *As-Is* FFSP: Services
- *As-Is* FFSP: Staffing
- *As-Is* FFSP: Total Expenditures
- *As-Is* FFSP: Six Principal Challenges
- *As-Is* FFSP: Process Improvement Recommendations
 - FFSC Directors
 - FFSC Staff
 - FFSC Customers
- *As-Is* Process Limitations: External Barriers and Unique Conditions.

For a more detailed presentation of these findings, see the *FFSP As-Is Analysis Report*.

1. *AS-IS* FFSP: ORGANIZATION

The FFSP comprises several organizational components, to include:

- Department of the Navy
- Pers-66
- Major Claimants
- Regions
- Fleet and Family Support Centers.

Policy Guidance and Sources of Funding

Policy is developed at Pers-66, operationalized by the Major Claimants, and sent through the Regions to the bases. Two sources of program funding exist: 1) The Department of Defense funds the family advocacy, relocation assistance and transition assistance programs and 2) The Department of the Navy funds the remaining FFSC functions. DoD funds are administered by Pers-66. Navy funds are distributed through the Claimants to the Regions and bases. DoD funds are only to be used to fund the FAP, RAP and TAMP programs and FFSCs are instructed not to use them for other FFSP functions. The specific services funded by DoD and the Navy are discussed below.

2. AS-IS FFSC: SERVICES

The FFSP strives to provide high-quality programs and services to accomplish the following:

- Increase the Navy's operational readiness by supporting Commanding Officers and providing information, education and other counseling services to Sailors and their families
- Improve the overall quality of life of all Sailors and their families
- Provide support services for reserve and retired members whenever possible and active duty members of the other Armed Services as required.

The FFSP provides a range of services through its Fleet and Family Support Centers. While services are specifically focused on the needs of Navy personnel and their families, FFSP services are also available to Department of Defense beneficiaries, including members from other Service branches, their spouses, reserves on extended orders, retirees, and other eligible family members. Overseas DoD civilians, contractors, and their immediate family members may be eligible for FFSP services.

At the initiation of the FA *As-Is* data collection, 19 primary programs and services were being provided by the FFSP. These functions were organized under four Readiness Capabilities: Operational Support, Counseling and Advocacy Support, Mobility Support, and Management and Technology Support. The organization of these functions is outlined in Exhibit III-1.

EXHIBIT III-1 FFSP READINESS SUPPORT CAPABILITIES AND FUNCTIONS	
Operational Support Deployment Support Information and Referral Services Life Skills Education Ombudsman Support Sexual Assault/Rape Prevention and Response	Counseling & Advocacy Support Clinical Counseling Family Advocacy New Parent Support
Mobility Support Relocation Assistance Transition Assistance Employment Assistance Exceptional Family Member Support Personal Financial Management	Management & Technology Support FFSC Management Administrative Support Computer Support Distance Education Marketing and Community Partnerships Volunteer/Retiree Coordination

Below are brief descriptions of the four readiness support capabilities and associated FFSP functions as depicted in the Navy's *Family Service Center Master Plan, 2000*.

Operational Support

This readiness support capability includes FFSC services that directly support operational requirements related to deployments and mobilizations. The programs and services in this area prepare Sailors and family members to better anticipate and understand the physical and emotional demands associated with deployment. The Operational Support functions—Deployment Support, Information and Referral Services, Life Skills Education, Ombudsman Support, and Sexual Assault and Rape Prevention/Response are outlined below. Defining activities for each of these functions are described in detail in Section 3.1 of the *FFSP As-Is Analysis Report*.

OPERATIONAL SUPPORT—FUNCTIONS	
Deployment Support.	The goal of the Deployment Support function is to increase individual and family morale, unit cohesion, and operational readiness. The function provides single and married DoD personnel and their families support services to better anticipate and understand the physical and emotional demands associated with deployment.
Information & Referral Services.	FFSCs provide information, referrals, and advocacy services on subject areas such as social services, schools, childcare, eldercare, adoption, volunteerism, and community resources.
Life Skills Education.	Life Skills Education provides prevention and enrichment programs for military families who face a variety of challenges, including a mobile lifestyle and deployment.
Ombudsman Support.	The FFSC is a resource that provides help to Ombudsmen by providing coordination of Ombudsman training, establishment of Ombudsman support groups, provision of resources and information when individual family problems are presented to Ombudsmen, assistance to Commands in the effective use and recognition of Ombudsmen, and maintenance of area Ombudsman rosters, in addition to other services as appropriate. Note: The Ombudsman Support function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Sexual Assault & Rape Prevention/Response.	This function offers a standardized, consistent, victim sensitive system to prevent and respond to sexual assaults Navy-wide. The program provides awareness, prevention education, victim advocacy, and intervention services to all Navy service-members and their families. Note: The Sexual Assault and Rape Prevention/Response function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.

Mobility Support

The Mobility Support Readiness Capability includes FFSC services that support the mobile military lifestyle by facilitating successful relocations, transitions to civilian life, career decision-making, job seeking, sound personal financial management and adjustments of Sailors and family members to life in the military. Mobility Support programs include the functions of Relocation Assistance, Transition Assistance, Spouse Employment Assistance, Exceptional Family Member Support, and Personal Financial Management. These functions are outlined below. Defining activities for each program and service are described in detail in Section 3.2 of the *FFSP As-Is Analysis Report*.

MOBILITY SUPPORT—FUNCTIONS	
Relocation Assistance Program.	RAP informs, prepares, and educates its customers on managing demands of the mobile military lifestyle through briefings, workshops, sponsorship training, inbound and outbound counseling, lending locker and emergency services. RAP also maintains the DoD electronic relocation information and referral database. Outside the continental United States, RAP provides intercultural relations training.
Transition Assistance.	The primary function of the Transition Assistance program is to assist military members and their families in making successful transitions from military careers to civilian employment and community life.

MOBILITY SUPPORT—FUNCTIONS (CONT.)
<p>Spouse Employment Assistance. The Spouse Employment Assistance program assists military spouses through career development and improvement. It conducts workshops, offers various employment resources, and works with local employers to help spouses of service members pursue employment opportunities at their current duty stations. Note: The Spouse Employment Assistance function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities in this function.</p>
<p>Exceptional Family Member Support. This function is designed to identify and support family members who have chronic (six months or longer) medical, psychological, or educational conditions and is mandatory for applicable families. It identifies members who require resources that are available only at major medical areas. Note: The Exceptional Family Member Support function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.</p>
<p>Personal Financial Management. The FFSC educates its customers on basic principles and practices of money management and provides a variety of counseling tools and referral services through its PFM Education, Training, and Counseling Program.</p>

Counseling and Advocacy Support

The Counseling and Advocacy Support Readiness Capability comprises FFSC services that provide clinical counseling, advocacy and support services, victim intervention, and related prevention education. The Counseling and Advocacy Support programs include the functions of Clinical Counseling, Family Advocacy, and New Parent Support, as outlined below. Defining activities for each program and service are described in detail in Section 3.3 of the *FFSP As-Is Analysis Report*.

COUNSELING AND ADVOCACY SUPPORT—FUNCTIONS
<p>Clinical Counseling. FFSC counselors assist eligible personnel with individual, marriage, family, and group counseling to monitor or treat mental health related problems. Services include assessment, diagnosis and treatment, as well as the initiation, alteration or termination of a course of clinical care. Counseling is intended to be short-term solution-focused and limited to defined problem areas (e.g., academic, occupational, parent/child, marital, or intra-familial violence problems).</p>
<p>Family Advocacy Program. The goals of FAP are victim safety and protection, offender accountability, rehabilitation education and counseling, and community accountability/responsibility for appropriate responses to family violence. The Family Advocacy Program provides its services through Family Service Centers and Family Advocacy Centers with support from medical treatment facilities.</p>
<p>New Parent Support. The New Parent Support Program provides a variety of services for expectant parents or families with young children. Note: The New Parent Support function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.</p>

Management and Technology Support

The Management and Technology Support Readiness Capability comprises the overarching FFSC management structure that strives to ensure high-quality human service delivery, seeks cost efficiencies, develops community partnerships, manages and oversees

human services contracts, and markets FFSC programs and services. The Management and Technology Support Readiness Capability includes the functions of FFSC Management, Administrative Support, Computer Support, Distance Learning, Marketing and Community Relationship, and Volunteer/Retiree Coordination, as outlined below. Defining activities for each program and service are described in detail in Section 3.4 of the *FFSP As-Is Analysis Report*.

MANAGEMENT AND TECHNOLOGY SUPPORT—FUNCTIONS
FFSC Management. FFSC management includes all management functions required to ensure proper operation of the FFSC, including personnel, fiscal and physical resource management, and liaison/outreach to Command leaders. Note: The FFSC Management function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Administrative Support. FFSC administrative support includes all administrative, reception and customer service functions required to ensure proper operation of the FFSC. Note: The Administrative Support function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Computer Support. Information Technology coordinates IT support to ensure that FFSC program managers and higher authorities receive accurate data reports in a timely fashion and that employees are highly trained in the use of IT solutions to perform “best practice” delivery of customer services. Note: The Computer Support function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Distance Education. Distance learning support services include design and presentation of multimedia information systems, graphics, educational materials, and instructional strategies required to deliver FFSC information, programs and services using modern telecommunication technologies. Note: The Distance Education function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Marketing and Community Relationship. Marketing includes development and implementation of communication strategies and distribution of advertising and informational materials that are used to inform Commands, service and family members of the availability of FFSC information, programs, services, locations, hours of operation, policies, procedures, etc. Community relationships include development of cooperative partnerships between FFSCs and local community service providers. Note: The Marketing and Community Relationship function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.
Volunteer Retiree Coordination. Volunteer/retiree coordination includes recruiting, screening, placement, training, support, supervision and recognition of FFSC volunteers who provide support services to FFSC clients. Note: The Volunteer Retirement Coordination function was not selected as a function for review for the site visit process sessions. Process maps were not developed for activities conducted within this function.

Section 3 of the *FFSP As-Is Analysis Report* contains descriptive information about each of the four readiness support capabilities and the detailed analysis of eight of the 19 FFSP functions. The *FFSP As-Is Analysis Report* also includes:

- A detailed description of all program functions in each support area
- A comprehensive listing of the major activities associated with each function
- A series of process maps for each function

- A list of staff-identified cost drivers for each function
- A list of staff-recommended process improvement opportunities
- A statement of costs by activity for each function.

Below is a description of FFSP staffing in 2001.

3. *AS-IS* FFSC: STAFFING

The staff at Fleet and Family Support Centers includes:

- Full-time employees
- Part-time employees
- Volunteers.

A discussion of each of these groups is presented below. The total man-years (or full-time equivalents) contributed to the FFSP by all employees and volunteers are also presented. *Note: Staffing counts do not include the staff associated with the management of the FFSP above the base level.*

Full-time Employees

According to the data collected from the FFSP FA data call, there are approximately 1,098 full-time FFSP staff Navy-wide. Exhibit III-2 provides a breakdown of full-time staff by employee type. Civilians make up the majority of full-time employees (63%), followed by contractors (29%). Only 5 percent of FFSP full-time staff are active duty personnel.

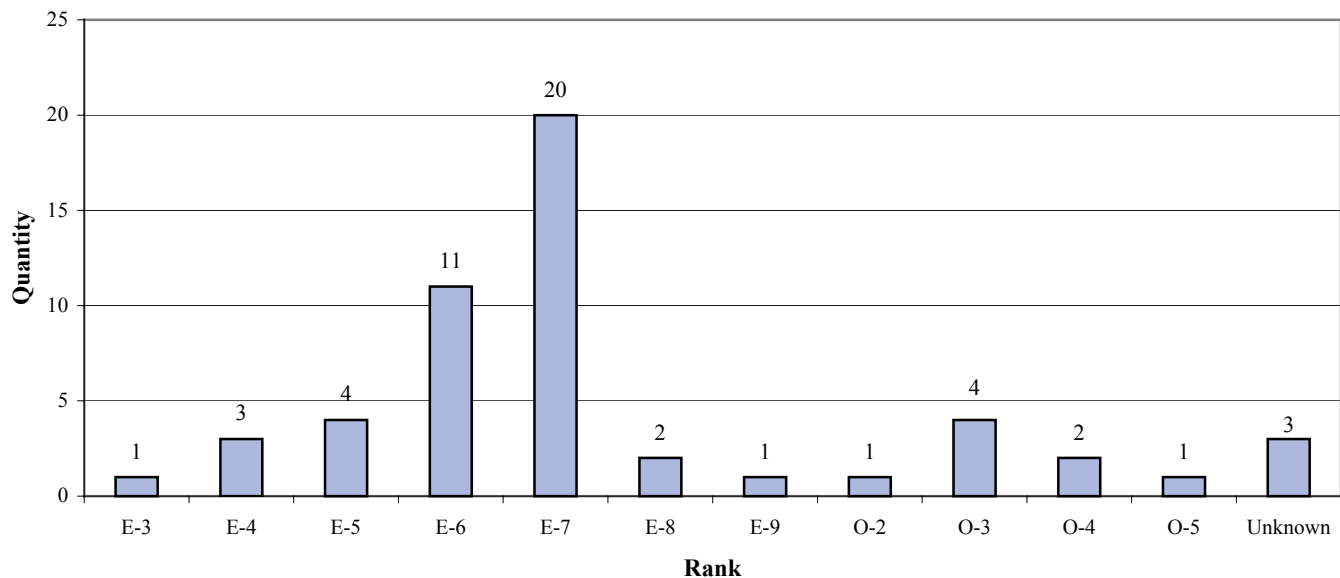
EXHIBIT III-2		
FFSP FULL-TIME EMPLOYEES BY TYPE		
Type	Quantity	Percentage
Civilians	696	63%
Contractors	314	29%
Military	50	5%
Foreign Nationals	38	3%
Total	1,098	100%

Exhibits III-3 and III-4 provide a breakdown of civilian and military full-time positions by grade level and rank, respectively. The largest group of civilian full-time positions is grade GS-11 (38%) followed by grade GS-9 (18%).

EXHIBIT III-3 FFSP CIVILIAN FULL-TIME EMPLOYEES BY GRADE		
Grade	Quantity	Percentage
GS-3	2	<1%
GS-4	17	2.4%
GS-5	61	8.8%
GS-6	40	5.7%
GS-7	59	8.5%
GS-8	6	<1%
GS-9	122	17.5%
GS-10	1	<1%
GS-11	266	38.2%
GS-12	75	10.8%
GS-13+	47	6.8%
TOTAL	696	100%

Chief petty officers (E-7) constitute the majority of military full-time positions, followed by first class petty officers (E-6).

**EXHIBIT III-4
FFSP MILITARY FULL-TIME EMPLOYEES BY RANK**



Part-time Employees

Most of the 29 part-time FFSP employees in 2001 worked in low to mid-grade GS positions. These staff worked an average of 22.6 hours per week, with a range of average hours worked per week from a maximum of 30 hours per week to a minimum of 10 hours per week. The breakdown of part-time positions by employee type is depicted in Exhibit III-5. Part-time employees are primarily civilians.

EXHIBIT III-5 FFSP PART-TIME EMPLOYEES BY TYPE		
Type	Quantity	Percentage
Civilians	23	79%
Contractors	4	15%
Intern	1	3%
Foreign Nationals	1	3%
TOTAL	29	100%

Volunteers

The data call indicates that there were 1,799 FFSP volunteers in FY 2001 who contributed a total of 172 man-years. The majority of volunteer time was spent in the following programs:

- Sexual Assault Victim Intervention (SAVI)
- Deployment Support
- Personal Financial Management
- Relocation Assistance
- Information and Referral
- Computer Support.

Based on the information collected during the data call, the FY 2001 man-years (or full-time equivalent years) contributed to the FFSP were 1,279 man-years. These included:

- 273 man-years for Operational Support programs (21% of the total)
- 292 man-years for Mobility Support programs (23% of the total)

- 411 man-years for Clinical Counseling and Advocacy Support programs (32% of the total)
- 303 man-years for Management and Technology Support (24% of the total).

Table II-7 of the *FFSP As-Is Analysis Report* provides a detailed man-year (FTE) breakdown by program, function and employee category.

4. AS-IS FFSC: TOTAL EXPENDITURES

Total FFSP labor costs in FY 2001 were \$52.9M; total FFSP non-labor costs (direct and reimbursable) were \$15.6M. Of the non-labor costs, \$6.8M were for contractor support. If this amount is added to the labor costs, approximately 87 percent of all FFSC expenditures were personnel-related costs in FY 2001. The *FFSP As-Is Analysis Report* (Table II-8) provides a detailed breakdown of the labor and non-labor costs by function and readiness support capability.

Exhibits III-6 through III-9 below summarize the total costs (direct and reimbursable) associated with each readiness support capability. Clinical Counseling and Advocacy Support accounted for the largest proportion of FFSC expenditures (35%) followed by Management and Technology Support (25%), Mobility Support (23%) and Operational Support (17%).

EXHIBIT III-6		
FFSP CLINICAL COUNSELING AND ADVOCACY SUPPORT—TOTAL COSTS		
Function	Total Cost (\$ million)	Percent of Total
Clinical Counseling	\$9.1	38.0%
New Parent Support	\$2.1	8.8%
Family Advocacy	\$12.8	53.2%
Total	\$24.0	100%

EXHIBIT III-7		
FFSP MANAGEMENT AND TECHNOLOGY SUPPORT—TOTAL COSTS		
Function	Total Cost (\$ million)	Percent of Total
FFSC Management	\$4.8	28.2%
Administrative Support	\$8.0	47.1%
Computer Support	\$1.8	10.6%
Distance Education	\$0.1	0.6%
Marketing and Community Relationships	\$1.8	10.6%
Volunteer/Retiree Coordination	\$0.5	2.9%
Total	\$17.0	100%

EXHIBIT III-8		
FFSP MOBILITY SUPPORT—TOTAL COSTS		
Function	Total Cost (\$ million)	Percent of Total
Relocation Assistance	\$4.7	29.3%
Transition Assistance	\$5.2	32.5%
Spouse Employment Assistance	\$2.7	16.9%
Exceptional Family Member	\$0.3	1.9%
Personal Financial Management	\$3.1	19.4%
Total	\$16.0	100%

EXHIBIT III-9		
FFSP OPERATIONAL SUPPORT—TOTAL COSTS		
Function	Total Cost (\$ million)	Percent of Total
Deployment Support	\$1.7	14.8%
I&R Services	\$5.3	46.0%
Life Skills Education	\$2.6	22.6%
Ombudsman Support	\$0.8	7.0%
Sexual Assault and Rape Prevention	\$1.1	9.6%
Total	\$11.5	100%

FFSP expenditures for the operation of base-level services in FY 2001 totaled more than \$68M. FFSP costs at the base-level are depicted in Exhibit III-10. *Note: These base-level expenditures do not include indirect costs or the additional costs associated with the management of the FFSP at levels above the base-level programs.*

EXHIBIT III-10		
FFSP TOTAL COSTS		
U.S. Navy O,M&N	Department of Defense	Total
\$32.6 million	\$35.9 million	\$68.5 million

5. AS-IS FFSP: SIX PRINCIPAL CHALLENGES

Based on a review and analysis of the quantitative and qualitative data collected during the *As-Is* site visit and data call phases of the FA, the Caliber Team determined that the Fleet and Family Support Program (FFSP) faces six major challenges. While these challenges represent systemic problems that limit current FFSP operations, they serve to provide a clear direction for the development of a 21st Century FFSP. Each challenge is described here along with a suggested approach and/or management philosophy that can be used in the *To-Be* phase to develop appropriate solutions. These six areas do not encompass all of the challenges facing the FFSP. Individual Fleet and Family Support Centers (FFSC) have a variety of local issues that also warrant concern, but addressing these six challenges should be the main focus of the program Navy-wide.

The six principal FFSP challenges that emerged from the interviews, focus groups and data call include:

- Information Technology (IT) Infrastructure
- Knowledge Development and Management
- Management Structure & Operations—Above Base-level
- Management Structure & Operations—At Base-level
- Customer Service Access & Outreach
- Human Capital.

A discussion of each challenge is presented below.

Information Technology (IT) Infrastructure

Information Technology (IT) infrastructure encompasses IT hardware, software, and operational policies and practices, as well as employee IT knowledge and skills. Each of these areas represents current business practice deficiencies that limit the effectiveness and efficiency of program operations, reducing the quality of services provided while increasing overall operational costs.

The results of the site visits reveal that there is no central planning for either hardware or software within the FFSP community. This is reflected by the unevenness of the level of IT support found across FFSCs. Several sites were robust with knowledgeable IT staff, and locally developed Web-enabled applications. By contrast, several of the sites were completely without professional IT support. Even among the FFSC staff members interviewed, there was very little consistency in the level of IT expertise. This condition makes it extremely difficult to implement any FFSP-wide IT capabilities, and is one of the underlying reasons for the failure of QOLMIS (HQ Quality of Life Management Information System, developed in the early 1990s).

There appears to be no evidence of consistent IT policies and procedures (such as a software crisis management policy) that are FFSP-wide. This is a significant barrier to the successful implementation of any FFSP process improvement that is supported by technology.

Knowledge Development and Management

Related to the observed IT challenges is the requirement for a knowledge development and management system capable of supporting local FFSC program requirements. Currently,

individual Fleet and Family Support Centers invest enormous amounts of staff time locating and tailoring information to meet customer needs. In most cases, the knowledge development and management processes used by FFSC staff are inefficient and relatively ineffective. In addition, there is very little real-time knowledge sharing either within or among FFSCs. These deficiencies often lead to clients receiving lower quality services and they significantly add to local operational costs.

Local FFSCs would greatly benefit by having access to a Navy-wide (provided and/or sponsored), state-of-the-art, centralized knowledge development and management system. Access to this system needs to be supported by requisite staff knowledge and the attitudes and behaviors needed to successfully implement the capabilities inherent in current knowledge development and management systems. There are commercial off the shelf (COTS) systems that could potentially fit FFSP needs.

Any system that is implemented should have some basic characteristics. It should:

- **Be Web-enabled.** This allows users to access it from anywhere that Internet access is available.
- **Accommodate multiple data types (such as PDF's, Tifs, Office, etc.).** The more flexible the system is, the more useful it will be.
- **Allow full text searches.** This allows users to find documents by asking English language questions.
- **Facilitate collaboration.** On-line collaboration supports virtual teams, increasing productivity and program effectiveness.

More detailed requirements-gathering information will highlight other system characteristics, but these are the minimum capacities required to enhance FFSP operations.

Management Structure & Operations—Above Base-level

The current multi-layered FFSP management structure often impedes rather than enhances overall FFSP operations. Rather than being perceived as generating program resources and support for base-level FFSCs, the current management structure is frequently experienced at the FFSC level as a source of irrelevant program activities, and unnecessary and duplicative reporting requirements. There is a need to change this “push down requirement” approach to a “pull down support” model. One way to achieve this shift would be to implement a business practice organizational structure comprised of a “lean” senior management structure with a limited number of layers above the base-level operation. The current senior management

structure should be replaced by a centralized organization capable of program-wide responsive policy, guidance, and knowledge management support.

Management Structure & Operations—Base-level

Current base-level management structure and operations do not adequately support effective and efficient customer-focused best business practices. Base-level management issues include the assignment and execution of both professional and administrative functions, management and maintenance of supplies and equipment, and program marketing. For example, a number of program staff commented on the restrictive use of administrative staff and many offered suggestions for some type of enhanced office manager role in FFSCs. Another common theme that emerged from the data call was the inefficient use of professional staff. Most FFSP staff are “stove-piped” in one functional area, a model that limits client customer service. Current purchasing processes and equipment maintenance procedures were also common efficiency concerns.

Customer Service Access & Outreach

The FFSP suffers from a lack of a strong “customer-focused” philosophy. This deficiency covers a broad range of issues to include the location of Centers in areas that may be difficult for clients to access, hours of operation that do not accommodate the normal Sailor duty-day time demands or the needs of working spouses, and lack of childcare necessary for many to participate in Center programs.

There is little evidence in the FFSP of organized and/or consistently active outreach programs. During interviews, FFSC staff frequently expressed a desire to do more outreach, but they felt restricted by local controls on hours and/or available facilities.

In general, the Navy, as well as individual Centers, has not fully capitalized on emerging technologies, like the Internet, to either expand client services, or to enhance client access to services. FFSCs generally do not have the degree of outreach focus necessary for a successful service delivery program.

Human Capital

There are a variety of human capital initiatives that warrant consideration in the FFSP. These considerations include staff recruitment and hiring practices, position classification procedures, assignment of roles and responsibilities within Centers, ongoing staff training and professional skill development, and leadership succession planning.

The Caliber Team found that many of the FFSCs had staff who had been on the job (often the same position) for many years, often resulting in a positive impact on the level of staff expertise, but just as often resulting in a negative impact on their ability to embrace change or innovation in service delivery methods.

Many of the FFSC staff are stove-piped (some by personal choice) within a single function (e.g., relocation or transition). A more efficient organization would cross-train staff to increase flexibility of staff assignments and improve customer service delivery. Consideration needs to be given to the need for “generalists” vs. “specialists” in the delivery of the range of program services—especially those services that involve outreach to Navy Commands.

Current technology and human services program models suggest that basic services like information and referral services can be effectively delivered using highly skilled and well resourced centralized “call-center” technologies. These services are typically used by the majority of eligible clients in the general population and are now desired (if not expected) on a 24/7 basis. Knowledgeable professionals working as program generalists can effectively and efficiently provide more services to the typical FFSC customer. A better quality and more cost-effective Navy client response might be provided by employing a contract professional or via “referral for service” (like TRICARE).

The six principal challenges described in this section relate directly to specific process improvements recommended by FFSC staff members and customers during the FFSP FA data collection efforts.

6. *AS-IS* FFSP: PROCESS IMPROVEMENT RECOMMENDATIONS

During each phase of the *As-Is* data collection, participants were asked to provide process improvement recommendations. This section of the *FFSP As-Is Overview Report* provides a summary of the recommendations provided by FFSC Directors, FFSC staff and FFSC customers. Most of the improvement recommendations, across all groups, clustered into one of the six principal challenge areas discussed in the previous section:

- Information technology (IT) infrastructure
- Knowledge development and management
- Management structure and operations above base-level
- Management structure and operations base-level

- Customer service access and outreach
- Human capital.

Specific improvement recommendations are presented below, by respondent group, for each of these six areas.

Process Improvement Recommendations: FFSC Directors and FFSC Staff

During the 11 site visits and on the data call instrument, FFSC Directors were given the opportunity to provide process improvement recommendations for their programs. Directors were asked to identify and discuss the most efficient and least efficient programs within their FFSC, identify model FFSC programs at other bases, and discuss factors affecting the operation of their FFSC and the support they received from Pers-66, Claimants and other sources.

FFSC Directors from the following 11 Navy installations were interviewed:

- NSB New London
- NTC Great Lakes
- NSA China Lake
- NAS Kingsville
- NSA La Maddalena
- Navy Region Hampton Roads
- NAS Pensacola
- NSA Naples
- COMFLEACT Yokosuka
- NSA New Orleans
- NAVSTA Pearl Harbor.

FFSC staff provided process improvement recommendations during the site visit interviews and through the data call surveys. FFSP process improvement recommendations included those for consideration across the entire FFSP as well as specific FFSCs. Section 4 of the *FFSP As-Is*

Analysis Report contains the staff-recommended, program-specific process improvements collected during the site visits and the data call.

A summary of FFSC Director and staff process improvement recommendations is presented below and is organized by the six major improvement recommendation areas.

Technology Infrastructure

To improve FFSC processes, Directors and staff both recommended improvements be made to QOLMIS. FFSC Directors and staff also recommended implementing a central communication system that would allow, among other things, non-clinical staff to schedule and track clinical appointments and events. Specific process improvement recommendations that focus on FFSP information technology infrastructure are presented below.

FFSC Directors

- **QOLMIS.** Several Directors recommended revisions to QOLMIS. The aspect of QOLMIS that appears to create the greatest amount of inefficiency is the inability of staff to use it for program management, for which a separate system requiring duplicate data entry must be used.
- **Central Appointment System.** FFSC Directors recommended the implementation of a central appointment system to allow non-clinical staff to make appointments for clinical staff and thus freeing their time for more counseling.
- **Information Systems.** Many Directors reported that they were supported by inefficient and ineffective information systems. Out-of-date systems and constraints placed on the FFSC by the base IT departments inhibit efficiency. Base IT departments often restrict Web site development, and delay the use of new software and the repair of computer hardware.

FFSC Staff

- **QOLMIS Data Management.** Staff recommended the reduction of duplication that exists in the current system—the master data record information should automatically flow to subsequent screens. They also recommended that the user friendliness of the system be increased—common calculations such as workload totals should be made by QOLMIS, eliminating the need to perform manual calculations. QOLMIS should be able to generate annual and monthly reports automatically and should not require entry of extraneous data. Enhanced customer intake forms should be developed for automatic input into QOLMIS. The data customers provide on the intake form could be scanned automatically into QOLMIS to eliminate redundancy through manual data

entry. (Note: many staff members feel that QOLMIS should be replaced with a new MIS.)

- **Intranet Program and Attendee Registration.** Staff suggested the creation of a regional contact to provide and operate an online registration option for courses. This system could include a feature that would send out reminders to attendees and the Command POC via e-mail. This system could also generate an email database for confirmation and follow-up as well as automatically generate required forms for customers.
- **Calendar Sharing.** This mechanism would provide information on schedules, events, and the plan of the week, as well as send out class reminders. Software like *Outlook Calendar* could be used to arrange for facilities, check the availability of facilities and coordinate scheduling and planning.
- **System Firewalls.** Customer requests from outside e-mail accounts cannot penetrate the system firewalls. As a result, customers come in for one-on-one sessions when they could resolve their issue through e-mail.
- **Voicemail.** All employees should have voicemail to allow for quicker access to messages, more reliable message recording, and better customer services for clients (*also an IT issue*).
- **Letter Writing Process.** Staff requested templates for each type of letter, with automated name generation and electronic letterhead.

Knowledge Development and Management

FFSC Director and staff recommendations that clustered into the principal challenge of Knowledge Development and Management focused on communication and collaboration with professionals within and outside the Navy community to improve FFSC program efficiency and effectiveness. Specific recommendations related to knowledge development and management that were provided by FFSC Directors and staff are discussed below.

FFSC Directors

- **Community Partnerships.** Directors viewed increased partnerships with other base and community agencies as a key method to improve program efficiency. FFSC Directors recognized the importance of establishing teaming arrangements to ensure effective provision of services.

FFSC Staff

- **Knowledge Sharing.** Staff requested a knowledge sharing system for FFSC staff to access subject matter experts, materials, and their peers throughout the FFSP.
- **Communications Among FFSCs.** Staff recommended regional rotation opportunities and VTCs to share ideas, resources, and best practices. The annual conference is the only current Navy-wide method to do this and it is not always well attended.
- **Services Through Video and Internet.** To increase outreach, provide workshops through video and Web channels so Sailors have increased accessibility to vital information provided in Return and Reunion (R&R), Pre-Deployment, Parent-Child Pre-Deployment, and other workshops. Videotaped courses on the Internet could be available and updated as needed. Customers should also be able to obtain course materials on-line, reducing FFSC reproduction costs (*also a customer service access issue*).

Management Structure and Operations—Above Base-level

To improve FFSC processes, Directors and staff recommended focusing on marketing issues to more effectively reach potential customers and limit marketing responsibilities of individual Centers. A consistent suggestion by these staff was to enhance marketing capabilities and effectiveness centralizing these duties at headquarters level or with a professional marketing organization. FFSC Directors and staff also reported that higher headquarters taskers contribute to process inefficiencies by taking time away from service delivery. Director and staff recommendations for FFSC process improvements that cluster into Management Structure and Operations—Above Base-level, are presented below.

FFSC Directors

- **Consolidated Functions.** Directors offered several functional consolidations to improve efficiency: marketing efforts could be shared with or conducted by the MWR Department; Housing and Personal Property could work more closely with the FFSP; all service providers on the base should collaborate to ensure efficient and effective service delivery.
- **Taskers.** Taskers received from Pers-66 and Claimants contribute to operational inefficiency and take time away from service delivery (most taskers come from Pers-66). Directors cited the need for Pers-66 and Claimants to coordinate their data calls and taskers, since they often request similar information and currently can take up as much as 30 percent of a Director's time.

- **Management.** Several FFSC Directors commented that the inexperienced staff at Pers-66 are a program constraint, noting that they have little or no FFSC experience and therefore are not able to provide effective support to the FFSCs (e.g., knowledge and policy interpretation).

FFSC Staff

- **FFSC Marketing.** Staff recommended that better marketing tools and techniques be provided to educate and attract target populations to FFSC services. They also suggested adding program specific brochures (e.g. Mobility Support, Counseling and Advocacy, Operational Support) and using TV commercials, direct mailing, newspapers, Web, and other marketing tools for advertising to spouses and family members. The FFSC is sometimes stigmatized as a place to go when there are problems. There is a need to market to senior staff to enhance the positive aspects of the FFSC so that service members are more open to reaching out for help, which would result in fewer crises. The use of professional marketing expertise through a marketing organization, a marketing specialist, or a centralized (headquarters-level) asset to create effective and updated marketing materials for multiple FFSCs was also suggested.
- **Regional Bureaucratic Layers.** Staff want to eliminate regional bureaucratic layers that add additional reviews already occurring at FFSC sites. This level duplicates oversight by the existing FFSC Director, Major Claimant, and supervisors, and requires data calls and tasker responses that cause disruptions to daily activities.
- **FFSP “Board of Directors.”** People with field experience and functional expertise are best equipped to determine policies, procedures, budgets, and make high-level decisions that impact the FFSP. A group of these people should constitute an FFSP “Board of Directors” to oversee the program.

Management Structure and Operations—Base-level

FFSC Directors and staff offered a variety of FFSC process improvements that cluster into Management Structure and Operations—Base-level. These recommendations are discussed below.

FFSC Directors

- **Funding.** Directors noted that funding sources dictate what the Center can and cannot do, affecting not only how staff are utilized, but also the availability of training and supplies. Staff assigned to FAP, RAP and TAMP are not allowed to work in other areas, resulting in service delivery inefficiencies caused by staff assignment constraints.

- **Base OPTEMPO.** Unscheduled deployments at many bases are the cause of unexpected surges in program need. Effective program planning is often difficult at bases with high OPTEMPO. FFSCs need to adopt a quick-response deployment support capability.
- **Facilities.** Lack of classroom space, lack of space for counselors, poor location and poor building conditions were identified by several Directors as constraints to program efficiency. Facilities to accommodate training or presentation sessions should also be available so that clients always know where to go to attend FFSC offerings. Private space is needed for one-on-one counseling or interviews. This makes customers more comfortable, encourages their openness, and increases the probability of a successful outcome.
- **Model organization components.** Directors were asked to describe what they believed to be characteristics of model organizations. Their responses included:
 - Understanding of client needs and the ability to meet them
 - Having the appropriate number of trained and qualified staff
 - Direction and support from management and stakeholders
 - Effective marketing to enhance client awareness
 - Client awareness of offerings
 - Collaboration among service delivery departments within the organization
 - Support for innovation and change.

FFSC Staff

- **Administrative Staff.** FFSCs need full-time personnel to answer phones, greet walk-ins, schedule appointments, and perform initial I&R. This would greatly increase customer satisfaction (thus return customers), alleviate distractions for other staff, and reduce costs associated with training new work-study students. Office managers and administrative staff should have the ability to schedule appointments for staff and counselors. This process would reduce the waiting time customers often experience for counselors to return calls and schedule appointments.
- **Printing.** Staff suggested eliminating local printing by sending newsletters and other mass-produced printed materials to external sources for reproduction. This approach provides a more professional look than in-house printing and reduces the time FFSC staff spend on reproduction tasks. Potential reproduction cost savings include supplies, time, maintenance on copier and printer, and eliminate the need for a color printer and accompanying maintenance requirements.

- **Equipment.** Adequate office equipment should be a priority, to include audio/visual equipment. Poor quality equipment leads to delays in service; sharing equipment consumes too much time to coordinate and transport. Equipment should be maintained on a regular basis to prevent breakdowns and subsequent workflow barriers. FFSCs could contract with equipment vendors for frequent maintenance.

Customer Service Access and Outreach

Directors and staff both recommended providing services that focus on the unique needs of their base populations to more efficiently and effectively provide services to potential customers. FFSC Directors and staff also recommended the Centers provide childcare to facilitate the use of FFSC services. Process improvement recommendations that center around Customer Service Access and Outreach are presented below.

FFSC Directors

- **Programs.** Programs tailored to specific base populations would increase efficiencies in meeting the unique needs of reservists (special indoctrination briefings), new spouses (home economics, living in a foreign country) and youth (availability of a child psychologist).
- **Client Childcare.** Directors recognized the importance of providing childcare to facilitate program use and the need to obtain adequate funding for this service.

FFSC Staff

- **Reserve Programs.** Reservists who are being activated for duty often have unique family support needs. An assigned FFSC liaison would be able to provide reservists information on the FFSC and its services while facilitating the FFSC's ability to support deploying reservists (e.g., school leave arrangements, powers of attorney).
- **Hours of Operation.** Service hours should better accommodate active duty service members and working families, to include evenings and weekends. A flexible schedule would enable FFSC staff to meet client needs for appointments and class sessions after typical working hours and reduce the costs of overtime/compensatory hours for FFSC staff.
- **Transportation.** Provide transportation or vouchers to facilitate customer travel to the location of FFSC services to increase participation.
- **Childcare.** Provide childcare for FFSC program attendees to foster greater workshop and class participation.

Human Capital. Process improvement recommendations provided by FFSC Directors and staff about Human Capital tended to focus on staffing issues, to include the inefficient use of staff and lack of staff training. Recommendations of FFSC Directors and staff that center around Human Capital are discussed below.

FFSC Directors

- **Staffing.** The inefficient use of staff (e.g., higher grade staff performing tasks that should be conducted by staff of a lower grade) was cited by several Directors as a major reason for program inefficiency. Directors also identified the need for more flexibility in staff assignments to most efficiently and effectively address client needs. Most attributed inefficient staff use to DoD or Navy regulations that prevent them from hiring and assigning staff most effectively.

Directors recommended the use of an ‘admin pool’ which would allow administrative staff to work in areas that need the most assistance and would help eliminate the use of higher-grade staff to perform tasks that should be completed by administrative staff.

- **Current staffing practices.** The lack of cross-trained staff limits the number and types of activities that can be offered. When only one staff member is assigned to a particular program, services are not always delivered efficiently to clients. Staff cross-training would provide greater program coverage as well as allow staff greater opportunity to conduct outreach activities. To further improve program efficiency, one Director recommended creating a cadre of trainers to conduct FFSC workshops/trainings.
- **Staff hiring and firing.** The inefficient use of staff at many installations is compounded by long delays in hiring new staff and by the difficulty in attracting qualified staff, especially at remote sites.

FFSC Staff

- **Environment.** There is a strong need to establish a learning environment that will aid in reducing staff turnover rates, promote morale, and encourage knowledge sharing. The increasing pressure to provide workload counts runs counter to the creation of a dynamic, flexible and creative service delivery environment.
- **Internet Training.** Staff should be trained to effectively use the Internet and associated research and knowledge management tools. Staff would be better able to locate information and materials necessary to serve their customers more efficiently.
- **Professional Development.** FFSCs should take advantage of Joint-Service opportunities to sponsor and conduct staff training.

- **Staff.** Employing people with prior military experience would provide the FFSC with in-depth knowledge of the military, which could improve communications with Commands and Units.

Process Improvement Recommendations: FFSC Customers

Customers of the FFSC—Ombudsmen, Unit Leaders, and Chaplains—participated in a series of focus groups during the 11 site visits. Focus group participants were asked to offer suggestions for improving the FFSC based on their personal experiences and what they had heard from others regarding the FFSC and its services. Their recommendations clustered into the following three areas:

- Overall process improvements
- Specific program improvements
- Program additions.

Detailed descriptions of each are provided below.

Overall process improvements. Overall process improvements focused on the following three areas:

- **Hours of operation.** Participants identified many improvements they would like to see made to the FFSC. The improvement most often discussed was that of extending the hours of operation beyond the typical workday to ensure that Sailor and family needs are met. Suggestions included having the FFSC open evening hours at least twice a week and open Saturday for a few hours (e.g. 0800-1200). Suggestions were also made to adjust hours of operation based on the fleet's schedule. Another improvement identified to better serve potential customers was to operate a hotline that would be available after regular business hours.
- **Communication among professionals.** Communication is an area seen to need much improvement, to include better communication with Command leaders regarding counseling and FAP cases. Participants felt that improvements would be made if professionals shared information with other professionals and if base agencies coordinated with each other more efficiently, to include the FFSC, Chaplains, legal services, and hospitals.
- **FFSC services/classes.** Participants strongly suggested separating FAP from the FFSC as a needed improvement to both FAP and the remaining FFSC functions. Adding long-term counseling was also suggested. Other improvements participants would like to see included offering more preventative services, especially support for

newly married couples. The FFSC should offer classes more frequently, particularly parenting classes and overseas orientations. Participants would also like to see childcare services provided at the FFSC so more parents would have the opportunity to attend classes. Focus group members identified improvements related to location of the FFSC, suggesting the FFSC establish a satellite office off base to better serve Sailors and families. Another identified improvement was to offer more outreach services directly to Sailors and their families, such as at the units and at the schools. Participants also discussed the improvements a Web site could make. It was suggested that the Web page contain FFSC information that links to Command Web sites, which could be used to set up appointments, market classes, and post current schedules.

Specific program improvements. Focus group participants were asked to identify which specific FFSC programs or services they felt needed improvement. The three programs most often identified were Personal Financial Management, Family Advocacy and Ombudsman Support. Specific improvements for each of these programs recommended by the focus group participants included:

- **Personal financial management.** When asked what types of improvements they would like to see in the FFSC programs/services, participants suggested taking even more financial services to Sailors on the ship than is currently done. Participants specifically mentioned more in-depth information on handling finances and how to budget and plan expenses. Participants also suggested holding a seminar on “basics of investing” or “intro to mutual funds.” Focus group participants emphasized financial problems with junior Sailors continue to be the Navy’s “toughest challenge” and suggested more resources be allocated to better prevent and assist with financial issues.
- **Family advocacy.** Many participants said, “Take Family Advocacy out of the FFSC—the program is not compatible with the rest of the FFSC programs.” To settle the fear of FFSC notifying the Command of those customers seeking services, participants suggested making potential customers aware of privacy procedures that are in place for those who self-refer to counseling services. Participants also identified the need for up-to-date and more attractive programs and classes targeted toward both youth issues and single Sailors. Available and appropriate personnel to support clinical counseling and family advocacy programs were stressed as needed improvements to the program.
- **Ombudsman support.** Focus group participants would like to see more FFSP promotion of Ombudsman Support. An identified improvement for the FFSC was consistent, ongoing training for Ombudsmen.

FFSC customers provided specific suggestions for improvements to several other FFSC programs that would allow the FFSC to better meet the needs of Sailors and their families. Recommendations for these program improvements are summarized in Exhibit III-11.

EXHIBIT III-11 FFSC CUSTOMER SPECIFIC PROGRAM IMPROVEMENT RECOMMENDATIONS	
<ul style="list-style-type: none"> ■ Crisis Assistance “FFSC reps need to be more caring to family members.” Make available beyond regular business hours Be more responsive! ■ Deployment Support Put more focus on deployment support, provide information as needed Focus on overseas locations Provide more information on how deployments affect spouses and children overseas ■ Employment Assistance Add programs for dependents and newly retired ■ Life Skills Education Advertise/explain distance education program availability/options 	
<ul style="list-style-type: none"> ■ New Parent Support Offer better quality and more extensive NPS Clarify: “Is this open to anyone for general questions as opposed to abuse issues only?” Separate couples experiencing potential/actual abuse and those not experiencing abuse; these two groups have different needs ■ Relocation Assistance Provide more information about moving, what you need to do and what you can expect when relocating from overseas ■ Volunteer/Retiree Coordination Advertise more, with specific program positions listed Advertise the benefits of volunteering (e.g., enhancing job skills) 	

Program additions. Program addition recommendations, made by the focus group participants for additional FFSP programs and services, are summarized in Exhibit III-12. These recommendations are presented as customers suggested, even if they are already being offered by the FFSP.

EXHIBIT III-12 FFSC CUSTOMER ADDITIONAL PROGRAM AND SERVICE RECOMMENDATIONS	
<ul style="list-style-type: none"> ■ Deployment Support Offer deployment services for children Offer programs/services tailored to the needs of each Command ■ Employment Assistance Provide home care training for spouses desiring to provide childcare services Conduct job skills assessment ■ Family Advocacy Offer: <ul style="list-style-type: none"> – Community counseling for teens – More/better youth programs – Classes to help parents with adolescent issues – Single parent support/services – “Family Health Fair” program focusing on family issues and healthy families – Marriage enrichment seminars with Chaplains – Family support newsletter to include calendar of events/classes, staff phone numbers etc., produced monthly – Spouse 102, more advanced classes ■ New Parent Support Provide classes for those not eligible for WIC, with information about simple things like nutrition Offer childcare vouchers for parenting classes so <i>both</i> parents can attend Conduct Lamaze training 	
<ul style="list-style-type: none"> ■ Personal Financial Management Offer car/home buying courses ■ Relocation Assistance Offer: <ul style="list-style-type: none"> – Classes/training to help make sponsors more effective – Improved outreach to those newly relocating – More “smooth move” classes – Overseas programs, intercultural relations (e.g., COMPASS—spouse to spouse mentoring program based on Marines’ LNKS, emphasizing unique experiences overseas) – Welcome aboard services for children – Place FFSP materials in housing office so new relocatees will have information available upon check-in 	

The process improvement recommendations presented in this section emerged from FFSC Directors, staff members and customers during the FFSP FA data collection efforts. The following section presents issues and considerations for developing the FFSP *To-Be* model.

7. **AS-IS PROCESS LIMITATIONS: EXTERNAL BARRIERS AND UNIQUE CONDITIONS**

This section discusses the organizations, conditions, and processes outside of the FFSC that affect the way the FFSC does business and that influence the type and scope of changes that the FFSP should consider. The following are issues and considerations for developing the FFSP *To-Be* model:

- **Both Pers-66 and DoD provide FFSP funding.** Given that funding is derived from two sources with discrete restrictions, there is currently no flexibility in how these funds can be spent.
- **Responsibility for FFSP change.** Any changes to the FFSP will need to be strongly supported by Pers-66 or an alternative organization (e.g., Board of Directors).
- **Base security procedures can vary.** FFSCs have no control over changes in base security procedures, which can have an impact on customers' access to FFSCs, thus impacting the effectiveness of service delivery.
- **Deployment scheduling is not disclosed in advance.** Deployments are not always made known in advance to FFSCs. This influences FFSCs' ability to prepare adequately for these support services.
- **DoD civilians have access to OCONUS FFSC services.** Unlike CONUS FFSC sites, OCONUS sites need to provide DoD civilians access to their services.
- **OCONUS employment policy.** FFSC employees are limited to five consecutive years of OCONUS employment and then must return to CONUS.
- **OCONUS FFSCs function under status of force agreements (SOFA).** SOFAs, to a degree, shape the operational environment of OCONUS FFSCs. For example, SOFA's direct make-up of staff in terms of positions for foreign vs. United States staff and their availability in relation to labor hours, holidays, and leave.
- **Mission of host base varies.** The core missions of the bases at which FFSCs are located vary. The type of mission affects the type of customers FFSCs serve and the services FFSCs offer. The differing missions include, for example:
 - Training
 - Submarine related operations
 - Fleet support activities

- Weapons testing
- Aviation.

Services must be targeted to the needs of specific base populations.

- **Local base Command structure.** FFSCs operate under different Command structures, which can impact what services are offered, the development of new programs, changes to existing programs, and the number of customers referred to an FFSC.
- **Availability of off-base services.** Some FFSCs are located in places that have a limited number of off-base services while others have greater access to community service providers. The availability of non-Navy services should influence the level and type of services provided by the FFSCs. These conditions and constraints need to be considered in the development of an efficient *To-Be* FFSP.

A discussion of the next steps in the conduct of the FFSP FA is presented next.

IV. NEXT STEPS

IV. NEXT STEPS

This section describes the next steps in the FFSP FA process, to include:

- Conduct of the benchmarking study
- Development of the *To-Be* concept, associated process maps and business case analysis
- Creation of the MEO template.

Each of these steps is described in detail below.

1. CONDUCT OF THE BENCHMARKING STUDY

Benchmarking is conducted to improve performance by identifying, understanding, and applying best practices from other like organizations. It is impractical to benchmark every FFSC activity; however, the *FFSP As-Is Analysis Report* identifies key activities and processes that require benchmarking and/or further examination.

A list of benchmarking partners has been developed based on preliminary results from the *As-Is* data collection efforts. The list has been updated throughout the development of the *FFSP As-Is Analysis Report* and will be updated during the development of the process improvement options and recommendations that will make up the *To-Be*. Benchmarking partners, most of whom have been contacted by members of the Caliber Team, have provided information on their processes for providing programs and services similar to those of the FFSP that will help determine potential process redesign opportunities for implementation in the *To-Be*.

2. DEVELOPMENT OF THE *TO-BE* ASSESSMENT REPORT, ASSOCIATED PROCESS MAPS AND BUSINESS CASE ANALYSIS

A *To-Be* Assessment Report will be produced based on the information contained in the *FFSP As-Is Analysis Report* and the potential process redesign opportunities shared by the benchmarking partners. Process maps will be developed for the *To-Be* processes for the eight FFSP functions that were under study during the site visits.

A business case analysis will be developed to estimate the financial impact on the FFSP of the transition from the *As-Is* to the *To-Be*. A Cost-Benefit analysis will document cost savings expected to be achieved through the implementation of the *To-Be*. Recommendations will be

made for process improvements and process changes that need to occur to achieve calculated benefits and return on investment targets.

3. DEVELOPMENT OF THE MEO GUIDE

The MEO Guide will provide a template designed to guide FFSCs in their transition to the *To-Be* FFSP. The guide will outline recommended services/programs, processes, and best practices while allowing for the accommodation of unique operating environments (e.g., base mission, availability of external resources, SOFA agreements, etc.). Regions will draft their MEO using this guide and will present their MEO to a review team for validation.

APPENDIX:
FA TEAM WORKING GROUP

APPENDIX:

FA TEAM WORKING GROUP

FA Team Working Group members represented the following organizations:

- Office of Chief of Naval Operations (N46)
- Office of Assistant Secretary of Navy, Manpower and Reserve Affairs
- Naval Personnel Command, Strategic Sourcing Office
- Bureau of Naval Personnel (Pers-66)
- Commander, Pacific Fleet
- Commander, Atlantic Fleet
- Commander, US Navy Europe
- Commander, Naval Education and Training
- Commander, Navy Region Northeast
- Commander, Navy Region Mid Atlantic
- Commander, Navy Region Southeast
- Commander, Navy Region Northwest
- Naval Training Center Great Lakes
- Naval Air Station Pensacola
- Naval Air Station Kingsville.